

## Message Text

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ACTION OES-05

INFO OCT-01 NEA-10 ISO-00 AID-05 AGR-05 EB-07 TRSE-00

COME-00 HEW-02 OMB-01 CEA-01 NSF-01 CEQ-01 CIEP-01

SIL-01 LAB-04 EPA-01 PM-04 L-03 NSC-05 CIAE-00

DODE-00 INR-07 NSAE-00 PA-01 USIA-06 PRS-01 SP-02

IO-11 /086 W

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R 301520Z JAN 76

FM AMEMBASSY CAIRO

TO SECSTATE WASHDC 9669

C O N F I D E N T I A L SECTION 1 OF 2 CAIRO 1266

FOR ITFPP FROM AMBASSADOR

E.O. 11652: GDS

TAGS: SPOP

SUBJECT: IMPLICATIONS OF WORLDWIDE POPULATION GROWTH FOR  
UNITED STATES SECURITY AND OVERSEAS INTERESTS

REF: STATE 301427 (12/24/75)

1. WE REGRET THAT LACK OF STAFF PRECLUDES COMPLETION OF COMPREHENSIVE ASSESSMENT REQUESTED IN REFTEL ON TIMELY BASIS. WE HOPE, HOWEVER, TO UNDERTAKE IN NEAR FUTURE IN-DEPTH ANALYSIS OF POPULATION POLICIES AND PROGRAMS AS FIRST STEP IN DEVELOPMENT OF FP PROJECT.

2. WE LACK THE DATA BASE FOR A QUANTITATIVE EVALUATION OF POPULATION GROWTH IMPACT ON SOCIAL AND ECONOMIC DEVELOPMENT, MACRO-ECONOMIC VARIABLES, THE ENVIRONMENT, ETC. WE WILL, HOWEVER, ATTEMPT TO COMMENT BRIEFLY ON THE IMPACT OF POPULATION GROWTH ON THESE VARIABLES:

A. PENDING COMPLETION OF 1976 CENSUS WE DO NOT HAVE ACCURATE ESTIMATES OF EGYPT'S POPULATION GROWTH. OFFICIALLY REPORTED  
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RATE OF 2.1 PERCENT FOR 1973 IS ON LOW SIDE AND EVEN IF ACCURATE

MAY REFLECT TEMPORARY DECLINE IN BIRTH RATE DUE TO 1967-73 WAR MOBILIZATION EFFORT. IBRD SUGGESTS 2.2 PERCENT GROWTH RATE.

B. POPULATION GROWTH RATE OF SOMEWHERE BETWEEN 2.1-2.5 PERCENT PLACES A HEAVY BUDGETARY BURDEN ON GOE, ESPECIALLY IN AREA OF EDUCATION AND SOCIAL SERVICES, WITH CONSEQUENT DIVERSION OF INVESTMENT RESOURCES FROM CAPITAL FORMATION, THUS AFFECTING NOT ONLY GROWTH OF PER CAPITA INCOME BUT ALSO OVERALL ECONOMIC GROWTH.

C. WHILE EGYPT COULD PROBABLY FEED ITSELF IF IT CONVERTED ALL ITS AGRICULTURAL LAND TO FOOD PRODUCTION, THIS SITUATION WOULD NOT LIKELY TO LAST MORE THAN A FEW YEARS AS FOOD OUTPUT COULD NOT KEEP UP WITH POPULATION GROWTH. WHILE EGYPT'S AGRICULTURE, INCLUDING COTTON, IS STILL NET EARNER OF FOREIGN EXCHANGE, FOOD IMPORTS ARE GROWING AT FASTER RATE THAN AGRICULTURAL EXPORTS.

D. THE IMPACT OF POPULATION GROWTH ON UNEMPLOYMENT HAS BEEN TO SOME EXTENT RELIEVED IN RECENT YEARS BY EMIGRATION TO OIL-RICH ARAB COUNTRIES, MILITARY CONSCRIPTION AND AN EVER-EXPANDING GOVERNMENT BUREAUCRACY. THERE REMAINS CONSIDERABLE UNDER-EMPLOYMENT, HOWEVER, AND DIVISION OF LABOR IS NARROW AND INFLEXIBLE.

E. POPULATION PRESSURE ON AGRICULTURAL LAND IS REFLECTED BY MIGRATION TO CITIES (ABOUT ONE-THIRD OF CAIRO'S RECENT ANNUAL GROWTH OF 4.5-5 PERCENT IS APPARENTLY ACCOUNTED FOR BY MIGRATION) AND CONSEQUENT DETERIORATION OF THE CITIES' HOUSING, INFRASTRUCTURE AND SOCIAL SERVICES.

F. ENVIRONMENTAL IMPACT OF POPULATION GROWTH IS MAGNIFIED BY ALREADY VERY HIGH POPULATION DENSITY OF ABOUT ONE THOUSAND PER SQUARE KILOMETER. IN ADDITION TO DEGRADATION OF AGRICULTURAL LAND DUE TO INTENSIFICATION OF AGRICULTURAL PRACTICES (SOIL DEPLETION, SALINITY, ETC.), IT IS ESTIMATED THAT OVER THE PAST DECADE MORE LAND HAS BEEN LOST TO NON-AGRICULTUREL USES THAN GAINED THROUGH RECLAMATION.

G. INCREASING EXPORT MANPOWER (ESPECIALLY TEACHERS, TECHNICIANS AND PROFESSIONALS) TO NEIGHBORING OIL-RICH ARAB COUNTRIES SHOULD INTENSIFY EGYPT CULTURAL INFLUENCE THROUGHOUT THE ARAB WORLD. (PRESUMABLY THIS COULD, AT SOME TIME, RESULT  
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IN POLITICAL FRICTION IF THE NUMBER OF EGYPTIAN EMIGRANTS, EITHER PERMANENT OR TEMPORARY, IN ANY ONE COUNTRY GROWS TOO LARGE.)

3. NATIONAL GOE POPULATION POLICY OBJECTIVES ARE SET FORTH IN 1973-82 TEN YEAR PLAN ISSUED BY THE SUPREME COUNCIL FOR POPULATION AND FAMILY PLANNING IN OCTOBER 1973. A DRAFT FIVE YEAR PLAN (1976-80) WAS ISSUED RECENTLY, BUT IS BEING REVISED EXTENSIVELY. THE BASIC ASSUMPTION OF THE TEN YEAR PLAN IS THAT THE EGYPTIAN

POPULATION PROBLEM IS OF SOCIO-ECONOMIC AND POLITICAL NATURE  
AND CAN BE ADDRESSED ONLY BY MAKING POPULATION POLICY PLANNING  
AN INTEGRAL PART OF THE GOE'S OVERALL DEVELOPMENT PLANNING EFFORT.  
WHILE THE PLAN SETS AMBITIOUS TARGET OF REDUCING THE BIRTH RATE  
FROM ABOUT 3.4 PERCENT IN 1973 TO ABOUT 2.4 PERCENT IN 1982 AT THE  
RATE OF 0.1 PERCENT PER YEAR, IT DOES NOT, HOWEVER, SET FORTH  
CONCRETE PROGRAM TO ACHIEVE THIS OBJECTIVE.

4. WHILE SUPREME COUNCIL CHAIRED BY MINISTER OF SOCIAL AFFAIRS  
AISHA RATEB IS TOP POLICY-MAKING BODY, POLICY PLANNING RESPONSIBILITY  
HAS BEEN DELEGATED LARGELY TO THE POPULATION AND FAMILY PLANNING  
BOARD CHAIRED BY DR. BINDARY, WHO EMPHASIZES RESEARCH IN  
SOCIO-ECONOMIC DETERMINANTS OF FERTILITY AND CLAIMS THAT EXISTING  
FAMILY PLANNING PROGRAMS ARE ADEQUATE. IT APPEARS THAT DR.  
BINDARY HAS GAINED CONFIDENCE AND SUPPORT OF BOTH MINISTER OF  
PLANNING AND PRIME MINISTER, THEREBY MAKING IT DIFFICULT FOR  
DR. RATEB TO ASSIGN HIGHER PRIORITY TO FP EDUCATION AND DELIVERY  
OF FP SERVICES.

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INFO OCT-01 NEA-10 ISO-00 AID-05 AGR-05 EB-07 TRSE-00

COME-00 HEW-02 OMB-01 CEA-01 NSF-01 CEQ-01 CIEP-01

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FM AMEMBASSY CAIRO

TO SECSTATE WASHDC 9670

C O N F I D E N T I A L SECTION 2 OF 2 CAIRO 1266

FOR ITFPP FROM AMBASSADOR

5. DURING PAST YEAR, POP/FP BOARD HAS DEVELOPED RESPONSIBILITY  
FOR FP PROGRAM IMPLEMENTATION TO MINISTRIES OF HEALTH (MOH) AND

SOCIAL AFFAIRS (MOSA) WHILE RETAINING NOT ONLY POLICY PLANNING, RESEARCH AND EVALUATION FUNCTIONS BUT ALSO CONTROL OF POP/FP BUDGET. THUS THE BOARD CONTRACTS FOR PROCUREMENT AND/OR LOCAL MANUFACTURE OF CONTRACEPTIVE SUPPLIES AND MAKES INCENTIVE PAYMENTS TO SELECTED MOH PERSONNEL AT GOVERNORATE LEVEL. NO FP STAFF, HOWEVER, HAS BEEN ASSIGNED WITHIN MOH EXCEPT FOR ONE SUB-DEPARTMENT HEAD (DR. MARSFAWI), WHO ACTS PRIMARILY AS LIAISON BETWEEN MINISTRY AND BOARD. ON THE OTHER HAND, THE BOARD STILL MAINTAINS REGIONAL OFFICES IN ALL GOVERNORATES WITH STAFF MEMBERS REMAINING ON PAYROLL OF HOME MINISTRY (USUALLY MOH) BUT RECEIVING 30 PERCENT BONUS FROM BOARD.

6. WITH EXCEPTION OF A FEW COMMUNITY-BASED FP PILOT PROJECTS, THE SYSTEM FOR DELIVERY OF FP SERVICES MAY BE DESCRIBED AS PASSIVE AND DIRECTED ONLY AT SATISFYING EXISTING DEMAND FOR CONTRACEPTIVES (MOSTLY ORALS). THERE EXISTS, HOWEVER, AN UNUSUALLY WELL-DEVELOPED NETWORK OF HEALTH FACILITIES ON WHICH A FAMILY PLANNING OUTREACH EFFORT COULD BE BASED. (THE CONTRACEPTIVE SUPPLY DISTRIBUTION NETWORK  
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INCLUDES ABOUT 3,000 MOH UNITS, 421 PRIVATE UNITS AND 2,000 PRIVATE PHARMACIES.) IN ADDITION TO THE LACK OF FULL-TIME FAMILY PLANNING SUPERVISORY STAFF AT ALL LEVELS, MOH PROGRAM SUFFERS FROM LACK OF TRAINING OF MEDICAL STAFF (E.G., IN INSERTING IUD'S), IRREGULAR SUPPLY

OF CONTRACEPTIVES, LACK OF OUTREACH PERSONNEL (E.G., HEALTH EDUCATORS,

SOCIAL WORKERS AND EVEN NURSE-MIDWIVES ALTHOUGH THESE ARE BEING TRAINED IN LARGE NUMBERS) AND INADEQUATE INCENTIVE AND EVALUATION SYSTEMS. THE PRIVATE FP CLINICS ARE OPERATED BY THE EGYPTIAN FAMILY PLANNING ASSOCIATION (EFPA) IN AREAS NOT ADEQUATELY SERVED BY THE MOH UNITS. THE EFPA (HEAVILY SUBSIDIZED BY MOSA AND IPPF) PROVIDES BETTER SUPERVISION AND TRAINING FOR ITS PERSONNEL (PART-TIME MOH MEDICAL PERSONNEL AND MOSA SOCIAL WORKERS). AS THE MOH HEALTH NETWORK EXPANDS, HOWEVER, THE EFPA EXPECTS TO GRADUALLY PHASE OUT ITS CLINICAL SERVICES AND FOCUS ON INFORMATION, EDUCATION, TRAINING AND INNOVATIVE PILOT PROJECTS DESIGNED TO SERVE AS MODELS FOR FUTURE NATIONAL PROGRAMS (SUCH PILOT PROJECTS ALREADY HAVE BEEN INITIATED WITH AAID AND UNICEF SUPPORT).

7. IT SHOULD BE NOTED THAT WHILE IT UTILIZES MINISTRY FACILITIES AND PERSONNEL, THE MOH FAMILY PLANNING PROGRAM IS CARRIED OUT AS AN OVERTIME ACTIVITY OF THE HEALTH UNITS. A MAJOR QUESTION FACING MOH IS WHETHER THIS SITUATION SHOULD BE ALLOWED TO CONTINUE NOW THAT RESPONSIBILITY FOR SUPERVISING FP PROGRAM HAS SHIFTED FROM POPULATION AND FP BOARD TO MOH. DECISION MUST BE MADE BETWEEN TWO FOLLOWING COURSES OF ACTION:

A. THE PRESENT SYSTEM COULD BE CONTINUED WITH

IMPROVED SUPERVISION AND INCENTIVES. AT THE VERY LEAST THE MEDICAL PERSONNEL NOW ASSIGNED TO POP/FP BOARD AT GOVERNORATE LEVEL SHOULD BE REASSIGNED TO MOH (TOGETHER WITH THAT PORTION OF POP/FP BUDGET FUNDING THEIR SALARIES).

B. FP SERVICES COULD BE COMPLETELY INTEGRATED WITH THE DELIVERY OF HEALTH SERVICES. THIS ACTION, HOWEVER, SHOULD BE COMBINED WITH AN UPGRADING OF HEALTH SERVICES AND THE DEVELOPMENT OF PREVENTIVE HEALTH/FP/NUTRITION OUTREACH CAPABILITIES. THIS APPROACH DOES NOT PRECLUDE, BUT IN FACT WOULD BENEFIT FROM, THE ASSIGNMENT OF FP SPECIALISTS AT GOVERNORATE AND DISTRICT LEVEL.  
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ANY OUTREACH EFFORT SHOULD ALSO MAKE USE OF NON-MEDICAL GOVERNMENT AND VOLUNTEER PERSONNEL SUCH AS SOCIAL WORKERS AND VILLAGE GIRL LEADERS.

8. WHATEVER THE APPROACH SELECTED, HOWEVER, GOE DECISION IS URGENTLY REQUIRED ON ALLOCATION OF BUDGETARY RESOURCES AND CLEAR-CUT PROGRAM RESPONSIBILITY FOR DELIVERY OF FAMILY PLANNING SERVICES. PENDING RESOLUTION OF THESE POLICY ISSUES IT WOULD BE DIFFICULT FOR US TO LAUNCH LARGE-SCALE BILATERAL ASSISTANCE IN FAMILY PLANNING. AID/CAIRO NEVERTHELESS IS MOVING AHEAD WITH DESIGN OF INTEGRATED PREVENTIVE HEALTH-NUTRITION-FP PROJECT AIMED AT IMPROVING MANAGEMENT, MOTIVATION AND OUTREACH CAPABILITY OF MOH RURAL HEALTH DELIVERY SYSTEM. GIVEN THE INTRA-GOVERNMENTAL RIVALRIES AND AS YET UNRESOLVED CONFLICTS WITH REGARD TO POPULATION/FAMILY PLANNING POLICY, WE BELIEVE THAT WE SHOULD CONTINUE TO FOLLOW CAUTIOUS AND LOW-KEY APPROACH AND TO COORDINATE OUR ASSISTANCE EFFORTS WITH INTERNATIONAL ORGANIZATIONS (IN THIS CASE, UNFPA, UNICEF AND IDA) ON AN INFORMAL BASIS.  
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